

## **4 Planning Documents**

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#### Chapter 4 Exhibits

|             |   |
|-------------|---|
| Exhibit 4-1 | Form SF-132, Apportionment and Reapportionment Schedule     |
| Exhibit 4-2 | Form SF-1151, Nonexpenditure Transfer Authorization         |
| Exhibit 4-3 | United States Department of Agriculture Advice of Allotment |
| Exhibit 4-4 | Allocation Update Document                                  |

# 4

## **Planning Documents**

### **Introduction**

Fund holders must prepare a financial operating plan for the total amount of funds allocated to them to effectively manage their funds. The annual resources management planning process begins sometime around April or May to determine how funds will be allocated within a given guideline for a fiscal year. The result of this process should produce the first annual financial operating plan for every fund holder.

Statutory requirements (31 U.S.C. 1517-1519) prohibit any employee of the U.S. Government to authorize an expenditure or obligation exceeding funds that are available. The head of the executive agency must report immediately to the President and Congress if such a violation occurs. The employee may be subject to appropriate administrative disciplinary action which may include removal from office.

The criminal penalty for knowingly and willfully violating the law is a fine of not more than \$5,000 and/or imprisonment for not more than 2 years, or both. Planning documents should assist management in avoiding such consequences.

Before obligation can occur, funds must be made available through the appropriation, apportionment, allotment, and allocation process. This chapter describes each step in detail.

### **Budget Execution**

Budget execution for a fiscal year begins when the appropriation bill is signed. It is an act of Congress that provides authority to incur obligations and to make payments out of the Treasury for specified purposes. If an appropriation is not enacted by the beginning of the fiscal year, Congress can pass a continuing resolution to prevent a Government shutdown due to lack of funds.

**Budget Execution  
(Continued)**

After budget authority is initiated, Treasury issues an appropriation warrant. The warrant is a document that establishes, by Treasury symbol, the individual amounts appropriated by Congress that the agency can obligate against the account or fund. The warrant makes the funds available for APHIS to use.

After the appropriation bill is signed, OMB apportions amounts available for obligations to USDA. The apportioned amount limits the obligations that may be incurred.

After the funds are apportioned, the USDA Office of Budget and Program Analysis (OBPA) provides APHIS with an advice of allotment. The advice of allotment places the Agency head with the responsibility of conducting program activities within the funds available.

After the allotment advice is received by APHIS, the Financial Management Division (FMD) uses the allocation work sheet, which was prepared during the allocation process based on the discussion with each of the Program Deputy Administrators, to distribute the net allocation to the fund holders.

The Budget Execution Support Team (BEST), FMD enters all appropriations, apportionments, allocations, and allotments into the Foundation Financial Information System (FFIS) at the beginning of the fiscal year. The BEST is responsible for updating FFIS when changes or updates occur.

**Form SF-132,  
Apportionment  
and  
Reapportionment  
Schedule**

All funds received by APHIS are subject to apportionment unless an exception has been granted by the Office of Management and Budget (OMB). Currently, APHIS Salaries and Expenses (12Y1600), Salaries and Expenses-No Year (12X1600), Agricultural Quarantine Inspection User Fees (12X5161), and Buildings and Facilities (12X1601) are subject to apportionment. Trust funds are not apportioned.

Resources received for the Salaries and Expenses appropriation (12Y1600) can be apportioned on a fiscal basis. Funds are never apportioned for periods longer than one fiscal year.

**Form SF-132,  
Apportionment  
and  
Reapportionment  
Schedule  
(Continued)**

The Salaries and Expenses – No Year (12X1600), Agricultural Quarantine Inspection User Fees (12X5161), and the Buildings and Facilities appropriation (12X1601) are apportioned on an annual basis but the unobligated balance is available until expended. Refer to Chapter 5 of the Manual for a complete list of APHIS' Treasury symbols.

The SF-132 is divided into two parts as follows:

**1. Budgetary Resources.** The top portion identifies the sources of funding; i.e., direct appropriation from Congress, anticipated reimbursements, transfers to or from other Governmental entities, unobligated balances brought forward from previous fiscal years, etc.

**2. Application of Budgetary Resources.** The bottom portion identifies how we plan to obligate the availability by fiscal quarter. This does not apply to APHIS because we have annual apportionments.

The SF-132 is prepared by PPD and FMD and an original with four copies is submitted through OBPA to OMB for approval. It is also e-mailed for faster processing. A pending copy is maintained in FMD. See Exhibit 4-1.

OMB has the authority to make changes in the SF-132 submitted by the Agency. Any change by OMB becomes binding on the Agency. OMB changes are reflected on the SF-132 and a signed copy is returned to FMD through OBPA.

**Form SF-1151,  
Non-Expenditure  
Transfer  
Authorization**

APHIS uses the SF-1151 to authorize and record the transfer of delegated authority for the use and expenditure of funds to or from another agency. The transfer is considered a non-expenditure of funds by the transferring agency. Funds transferred are subject to the same limitations on their use and accountability for which they were appropriated.

If the transfer of funds is to be merged with an existing appropriation, a revised apportionment schedule is required. If funds are not merged with an existing appropriation but retain the original Treasury symbol, an internal apportionment schedule must be prepared and submitted to the transferring agency.

**Form SF-1151,  
Non-Expenditure  
Transfer  
Authorization  
(Continued)**

The receiving agency (child) is responsible to the transferring agency (parent) for the use of the funds and for preparing all necessary reports on their use. The transferring agency (parent) must receive copies of these reports because all Treasury reports are consolidated by the parent agency.

FMD prepares the SF-1151 and an original with two copies. The original and one copy are sent to OBPA and a copy is retained in FMD for the records. See Exhibit 4-2. Once FMD has received the SF-1151 signed from OBPA, the funding must be entered into FFIS. Also, the Allocation Update document must reflect the additional/reduction of funding.

**Estimated  
Reimbursements  
or Receipts**

Estimated reimbursements provided to FMD, BEST by the program and support units establishes an amount of budget authority for the fiscal year. This estimated authority applies to annual appropriations, no-year, and trust funds. The amount of budget authority established based on estimated reimbursements must be converted to actual budget authority on an annual basis. The amount of actual budget authority is determined by the amount of actual services or goods provided in performing the reimbursable activity. The estimated reimbursements must be constantly reviewed during the fiscal year. Adjustments to estimated reimbursements, either upward or downward, must be made to keep the estimated amounts in line with actual services provided or to be provided. APHIS only has authority to spend what it collects.

During annual close, the expenditures must equal the reimbursements for the annual appropriations.

Each Program Deputy, Director, and each support unit staff anticipating reimbursements during the fiscal year must submit this information to FMD, BEST. FMD will update FFIS and the Allocation Update document to reflect these changes.

**Advice of  
Allotment**

We use the Advice of Allotment to establish the agency official responsible and accountable for the control and use of funds made available to APHIS. See Exhibit 4-3. The level of responsibility and accountability must be maintained at the highest possible level that will ensure the efficient and economical use of available funds in accomplishing the Agency mission.

**Advice of  
Allotment  
(Continued)**

The allotment advice holder, or allottee, is responsible for ensuring that funds are used only for the purpose for which they are made available and obligations do not exceed the amounts available. The Administrator is the responsible official, or allottee, for all funds made available to APHIS. APHIS has the following funds:

**Annual Appropriation.** The Department provides an Advice of Allotment to reflect the total funding available under 12Y1600. The funding level includes the appropriation made available by Congress plus estimated reimbursements to be realized during the fiscal year.

**No-Year Appropriation.** The Department provides an Advice of Allotment to reflect the total funds available for 12X1600, 12X1601, and 12X5161. The funding level includes the unobligated balance brought forward from the previous fiscal year, new appropriated funds made available by Congress, and estimated reimbursements to be realized during the fiscal year.

**Allocation Update  
Document**

The Allocation Update document is used to notify Deputy Administrators and Directors of their obligation authority by program line item, fund type, and treasury symbol. Increases or decreases to availability will be documented on future Allocation Update documents. Changes resulting in an update to the allocation will be identified in the notes section. See Exhibit 4-4.

The Deputy Administrators and Directors may suballocate their obligation authority to division, staff, regional and/or area directors. Accountability for the proper use and control of funds is transferred along with the suballocation.

**Assessment for  
Administrative  
Expenses**

Before an allocation can be made, the APHIS appropriation must be distributed over approximately 45 program line items and assessed administrative expenses. The Integrated Systems Acquisition Project, Special Bollweevil, and the Contingency funds are not assessed administrative expenses. Most line items contribute funding for Agency-level support.

**Assessment for  
Administrative  
Expenses  
(Continued)**

Administrative expenses are also financed from the assessment of reimbursable, user fee, and trust fund revenue deposited to APHIS accounts. The Agency-level support activities financed by assessment include the Office of the Administrator, Civil Rights Enforcement and Compliance, Marketing and Regulatory Programs-Business Services, Legislative and Public Affairs, and Policy and Program Development. In addition to financing support activities, line items are assessed to finance headquarters central services, departmental charges, agency training initiatives, program delivery, non-support assessments, and the Administrator's reserve. (Refer to Chapter 6 for detailed information on overhead costs).